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The 11-member National Advisory Committee presents various reasons to urge reconsideration of the proposed amount of financial support for programs for handicapped children. The proposed limitation of federal funding for fiscal year 1970 which will deprive over 60% of the handicapped of special education services and which will drastically reduce the number and scope of state aid programs, teacher training programs, and research projects is discussed. Appropriation requirements for maintaining present aid and future personnel needs are presented. (RD)

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INTERIM EMERGENCY REPORT
of the
NATIONAL ADVISORY COMMITTEE
on
HANDICAPPED CHILDREN
May 6, 1969

EC004071E

U.S. DEPARTMENT OF
HEALTH, EDUCATION AND WELFARE
OFFICE OF EDUCATION

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HANDICAPPED CHILDREN

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Office of Education

Robert H. Finch, Secretary

James E. Allen, Jr., Assistant Secretary and
Commissioner of Education

CONTENTS

	Page
INTRODUCTION	1
SPECIAL EDUCATION SERVICES — STATE AID PROGRAMS	3
CHART — AUTHORIZATION-APPROPRIATION HISTORY OF TITLE VI-A PROGRAM	5
TRAINING TEACHERS AND SPECIALISTS	6
CHART — AUTHORIZATION-APPROPRIATION 1965-1970 P.L. 85-926 AS AMENDED	8
CATEGORICAL AID	11
CHART — THE LIMITED RESPONSE OF GENERAL EDUCATION LEGISLATION TO MEET THE NEEDS OF THE HANDICAPPED	13
CHART — RESEARCH ON THE MENTALLY RETARDED PROPORTION OF APPROPRIATIONS UNDER P.L. 531	15
PERSONNEL REQUIREMENTS FOR PROGRAM ADMINISTRATION	16

DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

May 6, 1969

Dear Dr. Allen:

As required by Title VI of Public Law 89-10, as amended, the National Advisory Committee on Handicapped Children is responsible for reviewing the administration of the Bureau of Education for the Handicapped, its programs, and the status of legislation in connection with the use of Federal funds to assist State education agencies, institutions of higher education, and other non-profit agencies that administer Federal programs involving the education of handicapped children.

The Annual Report of the National Advisory Committee on Handicapped Children will be presented in June 1969. The attached document represents an Interim Emergency Report, based on a review of proposed fiscal year 1970 administration requests. Of the many needs that face educators with regard to handicapped children, the National Advisory Committee on Handicapped Children has chosen four that represent the most serious and require immediate attention. Therefore, this Committee recommends the following:

1. That Aid to States provision under Title VI-A of the Elementary and Secondary Education Act be increased from $29.25 million to $50 million to decrease the very large lag between the authorization of $206 million in 1970 and the current recommended appropriation of only $29.25 million. Less than 40% of the handicapped children in this country are now receiving special education services. A substantial and immediate increase in financial assistance to the states is required, so that they can expand the developmental efforts of Title VI-A which was the clear intent of Congress.

2. That the appropriation for Training of Teachers for the Handicapped under Title III of P.L. 88-164, be increased from the recommended appropriation of $29.7 million to $55 million. The need for trained personnel is perhaps the single most vital factor in determining whether programs for handicapped children will have the quality that is universally desired. Due to prior financial commitments for planning their training programs, together with increased costs of education, the present level of training efforts of universities cannot be maintained with the proposed 1970 budget.

3. That Categorical Aid for the Handicapped be continued as the only way to assure that resources will continue to be made available for handicapped children. The Committee reaffirms the importance of specific and categorical

legislation for the handicapped. There is ample evidence presented in this Interim Emergency Report that handicapped children do not receive their fair share of educational resources under non-categorical educational legislation.

4. That Personnel for the Bureau of Education for the Handicapped be increased to conform to the increased responsibilities created by the new programs. The Bureau was born in 1967 in an environment of Office of Education personnel freezes and cutbacks. When this fact is combined with the wide variety of new programs that the Bureau is expected to administer, with only a handful of personnel provided, the situation for that unit is desperate. The Committee firmly believes that a legislative program no matter how admirable in Congressional intent cannot succeed effectively, unless a minimum amount of administrative resources are made available to implement the objectives of Congress.

A careful survey of the facts included in this Interim Emergency Report will demonstrate that the above requirements are modest, and reflect only the most urgent requests to fulfill the needs of over 5,000,000 handicapped children. It is axiomatic that the series of programs initiated by the Congress must either grow or atrophy, unless increased support is provided by the Federal government.

Sincerely,

Samuel A. Kirk

Samuel A. Kirk
Presiding Chairman
National Advisory Committee on
Handicapped Children

Dr. James E. Allen, Jr.
Commissioner of Education
Washington, D. C.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

MAY 8 1969

Dear Mr. Secretary:

As required by Title VI of Public Law 89-10, as amended, the National Advisory Committee on Handicapped Children is responsible for reviewing the administration of the Bureau of Education for the Handicapped, and the status of legislation pertaining to the use of Federal funds to assist State education agencies, institutions of higher education, and other non-profit agencies that administer Federal programs relating to the education of handicapped children.

I am pleased to submit an Interim Emergency Report prepared by the Committee. The Committee has advised that the Annual Report will be presented at a later date.

The attached Report has been submitted at this time by the Committee, because of its concern about the future of programs operated by the Bureau of Education for the Handicapped on the basis of proposed funding levels for these programs for Fiscal Year 1970.

Sincerely,

Peter P. Muirhead

Peter P. Muirhead
Acting U.S. Commissioner
of Education

Honorable Robert H. Finch
Secretary of Health, Education, and Welfare
Washington, D.C.

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 2020'

May 22, 1969

Dear Mr. Speaker:

It gives me pleasure to transmit the attached Interim Emergency Report of the National Advisory Committee on Handicapped Children, which was established under Title VI of the Elementary and Secondary Education Act, Public Law 89-10, as amended.

Pursuant to the provisions of the Act, the Committee is responsible for the review, administration, and operation of this Title and other provisions of law administered by the Commissioner of Education with respect to handicapped children.

This Interim Emergency Report deals with the Bureau of Education for the Handicapped which was established in 1967. The Committee has submitted this Report, because of its concern about the difficulties the Bureau will face in the future on the basis of proposed funding for Fiscal Year 1970. The Annual Report will be presented at a later date.

Sincerely,

Secretary

Honorable John W. McCormack
Speaker of the House of Representatives
Washington, D.C.

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

May 22, 1969

Dear Mr. President:

It gives me pleasure to transmit the attached Interim Emergency Report of the National Advisory Committee on Handicapped Children, which was established under Title VI of the Elementary and Secondary Education Act, Public Law 89-10, as amended.

Pursuant to the provisions of the Act, the Committee is responsible for the review, administration, and operation of this Title and other provisions of law administered by the Commissioner of Education with respect to handicapped children.

This Interim Emergency Report deals with the Bureau of Education for the Handicapped which was established in 1967. The Committee has submitted this Report, because of its concern about the difficulties the Bureau will face in the future on the basis of proposed funding for Fiscal Year 1970. The Annual Report will be presented at a later date.

Sincerely,

Secretary

Honorable Spiro T. Agnew
President of the Senate
Washington, D.C.

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*Presiding Chairman

DEFINITION OF HANDICAPPED CHILDREN

UNDER PUBLIC LAW 88-164

"MENTALLY RETARDED, HARD OF HEARING, DEAF, SPEECH IMPAIRED, VISUALLY HANDICAPPED, SERIOUSLY EMOTIONALLY DISTURBED, CRIPPLED, OR OTHER HEALTH IMPAIRED CHILDREN WHO BY REASON THEREOF REQUIRE SPECIAL EDUCATION."

INTRODUCTION

This is an Emergency Interim Report of the National Advisory Committee on Handicapped Children. The Committee cannot overemphasize the urgent need for reconsideration of the proposed level of financial support of programs needed for handicapped children. Without more adequate support at this crucial developmental phase, Federal programs which were begun with high hopes on the part of parents, teachers and special educators will be seriously impaired, and the credibility gap created between expectation and results will be hard to repair by future actions.

It is reasonable to assume that more than 50% of handicapped youngsters can have their condition substantially improved, sometimes even cured, if they can get help and attention early enough. The proposed low level of funding would deny to many of them, their opportunity to live as near normal lives as do the rest of us.

The Committee believes that America's affluent society is also a society that is concerned with those who are less fortunate and need special help because of physical and mental handicaps. It is also a society that recognizes that the omission of this helping hand is costly in the long run, and that aid to the handicapped is a major plus factor to society, financially, as well as spiritually.

Although we have made steady progress in the past ten years, we still compare unfavorably to many Western nations in the provision of programs for the handicapped. In 1968, according to reports received from the 50 states, 40% or less of the nation's handicapped children, a total of about 1,900,000, receive special educational services in the school systems.

The Committee believes it is not beyond the reach of a progressive society that has the capability of placing men on the moon, or ringing a continent with highways and jet trails, or developing communication systems out of an electronic Aladdin's lamp; to provide special education services for 75% of its handicapped children, or in terms of human beings, approximately 4,000,000 children, by the year 1975.

Whenever society has offered the opportunity, the handicapped have repeatedly demonstrated their desire to learn, and their ability to become productive and self-supporting. We have the knowledge and ability to make this goal possible for millions of the handicapped, but we must start now and act resolutely, if we are to achieve this goal by 1975. We cannot reach it by accepting a faltering position in the 1970 budget to educate the handicapped. Such a position will severely undermine the developmental structure of the entire Federal program for handicapped children, and it is for this reason that this Interim Emergency Report is presented.

The impact of the limitation of proper Federal funding for the handicapped at this time is like the imposition of a growth arresting drug that has differential effects on human beings depending upon the rate of maturity. The drug administered to a twenty-five year old will not have noticeable effect; administered to the adolescent fifteen year old, some indication of damage could be observed; but if the drug is given to a six year old, it could have a permanently disastrous effect on the child's total future development.

In a similar way, the imposition of budget restrictions across the board has a differential effect on programs depending on <u>their maturity</u>. For programs well established, budget restrictions can be a minor irritation, but to a program that has just begun to grow and develop, such restrictions would

be a major blow. This is the position that the newly established programs for handicapped children find themselves in at this time in our history.

SPECIAL EDUCATION SERVICES — STATE AID PROGRAMS

Of more than 5 million handicapped children who require special education services and programming, the States report that only about 40% are receiving services from State and local education agencies. The intent of the Federal commitment through Title VI of the Elementary and Secondary Education Act was to close the special services gap. With the continued serious limitations of funding under Title VI, the fundamental Congressional intent has not been fulfilled. The authorizations provided by Congress were made for the purpose of providing substantial funding, which would be combined with State and local funding, so that handicapped children would receive the basic educational services they require.

The Committee hopes that within a 5 year period, this level could be increased so that 75% of the nation's handicapped children would receive services. We urge the Congress to provide sufficient support to allow the States to begin needed programming for the handicapped at the preschool and the secondary school level and for such neglected populations as the multiply handicapped. Program development at these levels has lagged behind due to the lack of adequate financing and demonstration models, despite current needs on the part of the States to engage in these activities.

The Committee also hopes that the Aid to States programs would allow for the implementation of new programs of educational services to the handicapped. For example, the establishment of major regional units to provide

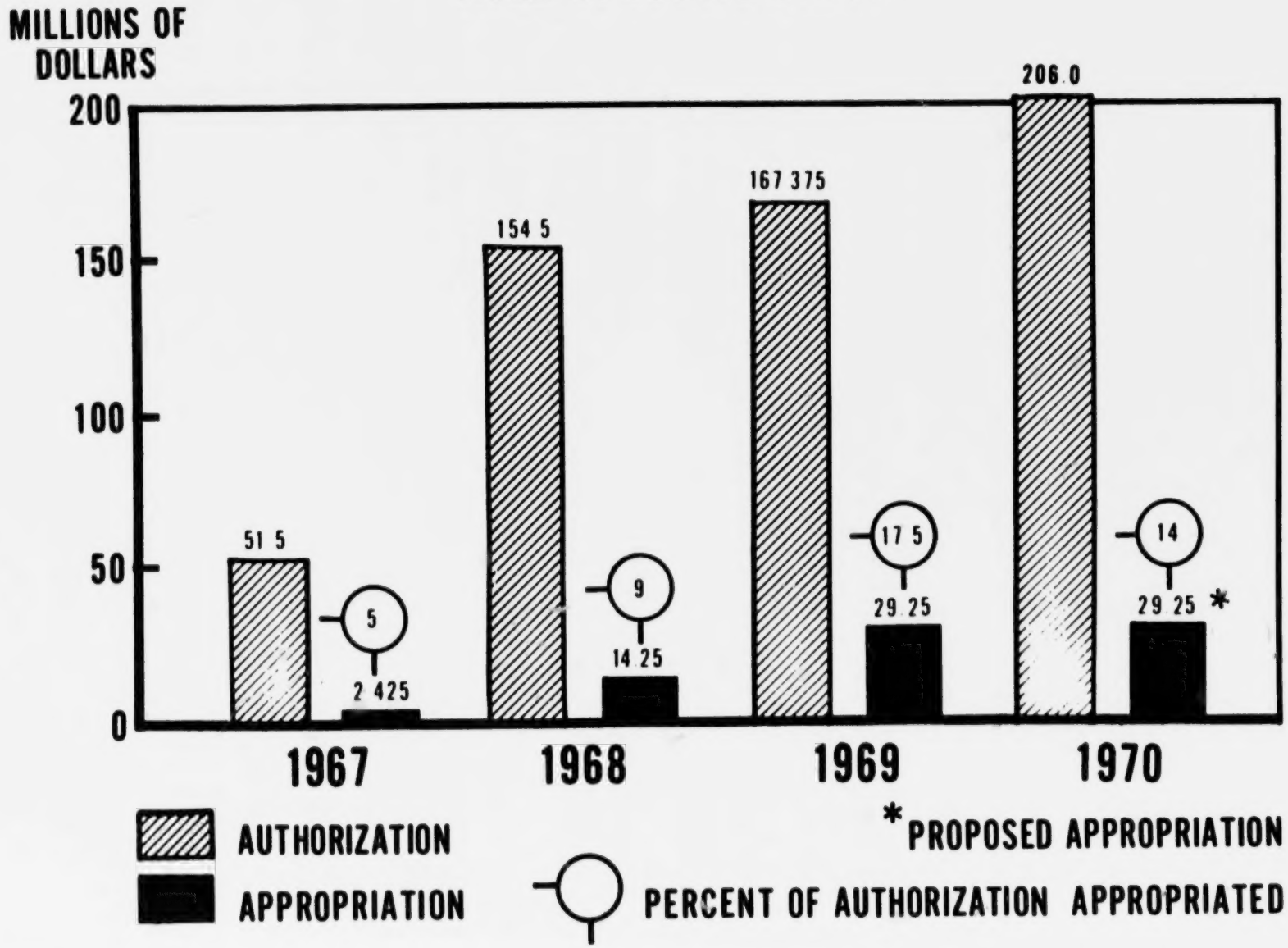
services in the rural areas and urban centers to provide a concentration of necessary services, and a proper "mix" of programs for handicapped children in the urban areas to improve the service commitment.

The Committee is concerned that appropriations for the Aid to States program has never reached a level of even 20% of the authorization for any year as illustrated by the chart showing the Authorization-Appropriation History of Title VI-A, on page 5. The result of the limited level of appropriations has been to change the character of the original program. From an original attempt to serve as a support program to allow States to implement long standing plans for service to the handicapped on an extensive basis, it has become a program that supports individual projects that merely begin to meet one or two of the many priorities presented in State plans.

The Committee calls attention to the fact that the proposed budget for 1970 shows no increase whatsoever, at a critical period in the development of this program. The Title VI-A program is now at the developmental stage where a major infusion of funds is necessary to achieve the purpose of the enabling legislation.

The Committee believes that maintaining funds at the same level in Title VI-A would result in an actual program reduction. The most conservative estimate of the rise in cost of education from one year to the next is approximately 6%. This means that funding at the same level would provide the States with the equivalent of only $27.5 million in fiscal year 1970 to support the same activities that are currently provided for with the expenditure of approximately $29 million. The Title VI-A budget would need to be increased to approximately $31 million in order for the States to merely maintain the same level of program activity they currently provide. For the

BUREAU OF EDUCATION FOR THE HANDICAPPED
AUTHORIZATION-APPROPRIATION HISTORY OF
TITLE VI-A PROGRAM



States to extend their programs as they have projected them in their State Plans, it is imperative that they receive funds substantially in excess of the proposed appropriation. Unless this is done there is no hope that the modest goal of providing service for 3 out of 4 handicapped children in 1975 will be achieved, or that the Federal government will meet its commitment to provide parity of equal educational opportunity for handicapped children.

TRAINING TEACHERS AND SPECIALISTS

The heart of any special education program is the quality of the personnel that delivers the service to the handicapped child. It is important that the supply of qualified personnel be progressively increased, that new patterns of training be investigated, and that all educational personnel receive a better understanding of programs and educational methods for the handicapped.

The Committee is deeply concerned about the shortage of funding to meet the urgent need for trained personnel in programs of education for the handicapped. The scope of the need is reflected in the fact that the total number of teachers and specialists currently employed in special education is only 83,800.

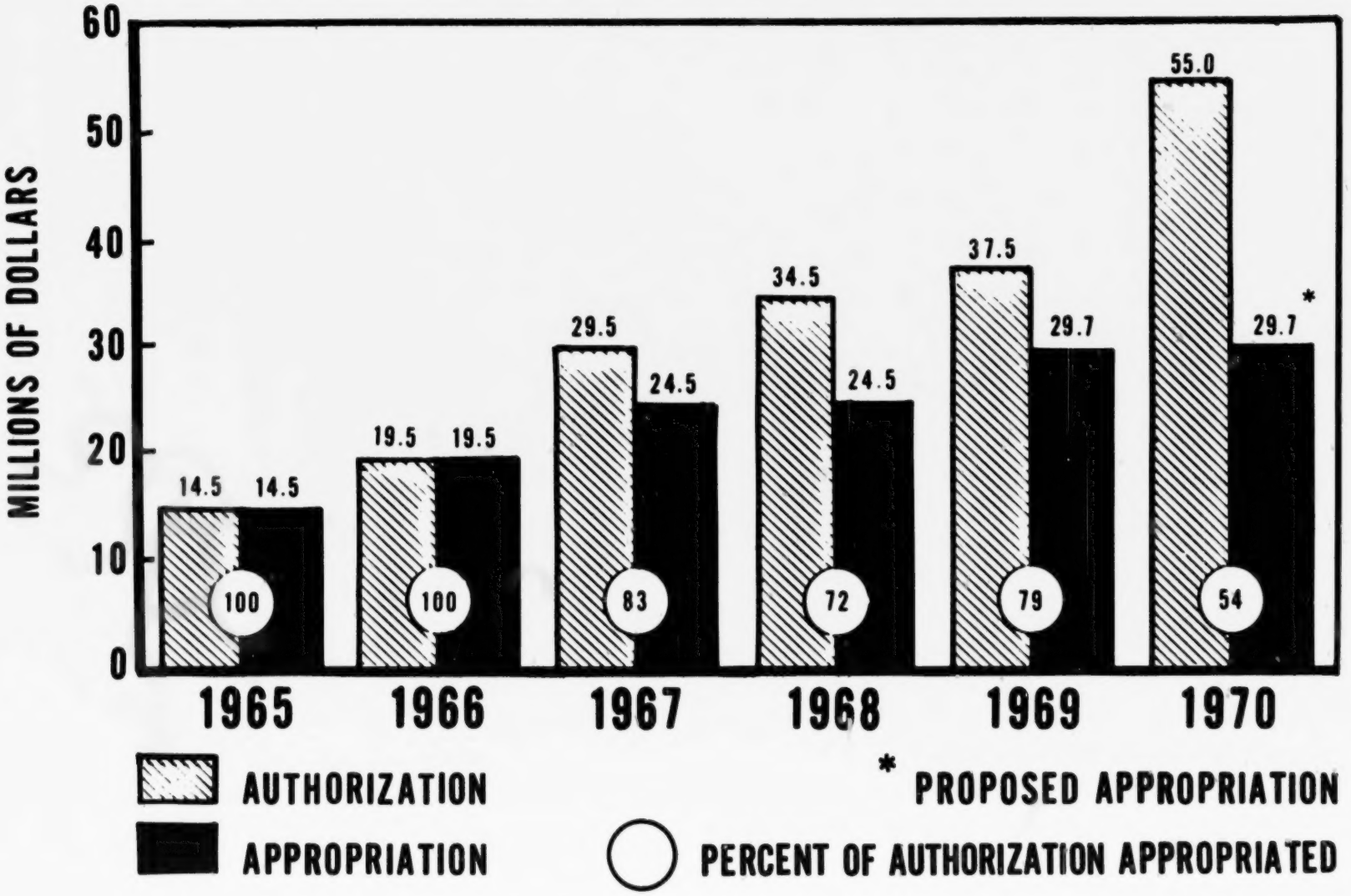
If the goal of delivery of special educational services for 75% of all handicapped children in the Nation by 1975 is to be established, 217,000 teachers and specialists would be required. Under current staffing patterns, with an estimated 8% yearly attrition rate of trained personnel, this would require the training of at least 155,875 new professionals and the return to the work force of 35,000 semi-retired professionals (persons who have received professional training and are not now in the work force) over the

period of the next six years. In addition, continuous upgrading of 20% of the employed special teachers will be required to maintain the level of quality services for the handicapped. To accomplish these objectives, the training programs of the Bureau of Education for the Handicapped must be more than tripled.

Instead of the limited appropriations realized each year since the inception of P.L. 85-926, as amended, a major increase in the level of funding activity is urgently needed. For example, the Authorization-Appropriation History of this training legislation is shown in the chart on page 8. In fiscal year 1970 the authorization is $55 million, representing a major expected increase in effort, but the expected request for training in fiscal year 1969 was only $29.7 million. If the Federal effort to contribute to the program to meet the needs of the handicapped is to be a reality, fiscal year 1970 funds would have to approximate $66 million. This level of funding needs to be increased each year for the next six years until the goal has been reached. At that time, Federal funding levels could be reduced to a limited maintenance of training programs in order to guarantee a steady output of professionals, to make adjustments for attrition, and provide for the slight increase of need for trained personnel because of population growth.

The Committee recognizes, therefore, that a major Federal program needs to be mounted now in order to enlarge the number of professional specialists and teachers for educational programs for the handicapped to deliver necessary services. As part of the total effort, leadership personnel will be trained to assume positions as supervisors, faculty, State and local directors of special education, researchers, and media specialists. Also,

BUREAU OF EDUCATION FOR THE HANDICAPPED
DIVISION OF TRAINING
AUTHORIZATION-APPROPRIATION 1965-1970
PL 85-926 AS AMENDED



20% of the currently employed teachers and specialists in the field of special education need training each year in order to be up-dated on advanced developments in the field.

A major increase in funds is requested in fiscal year 1970 for several reasons, not the least of which is the time required to train faculty personnel to assume leadership positions in developing institutions as trainers of teachers. For example, it will be 1973 or 1974, before the initial investment in 1970 provides operational personnel who will perform in the role of faculty members.

A panel of outside consultants who met in January 1969 recommended the establishment of at least 190 new or replacement faculty positions nationally, just to meet the commitment of the programs which were awarded funds for fiscal year 1969! Another reason is that lead time is necessary to build training programs to the point where the production of trainees meets the objective set for 1975.

In recent years, institutions of higher learning have demonstrated a high degree of capability in properly utilizing training funds. For example, last year approved training programs requested approximately $12.8 million more funds than could be awarded, because of lack of funds. In effect, only 63% of university requests, that had been approved, were honored. If the 1975 goal established by the Committee is not supported, and the current request of $29.7 million for fiscal year 1970 for training program funds is maintained, the program will be unable to achieve its present modest level. There are several reasons for anticipating a relative reduction in accomplishments:

(a) The cost of educating students is rising approximately 6.5 - 7% per year compounded annually, according to the U.S. Department of Commerce. At that rate, by the year 1975, today's education dollar will be worth only about 65¢. Pressures are also building up from colleges and universities to raise Federal support funds due to this inflationary factor.

(b) Over the years there is a built-in commitment for additional funds that has been made to colleges and universities through planning and program development commitments. The failure to meet this commitment will lead to a serious credibility gap in the relationship of the Federal government to the educational community.

(c) It is essential to convert Program Development Grants into fellowship and traineeship grants, which would require an additional $264,000 in fiscal year 1970.

(d) In addition, special project awards will require $1.2 million more for fiscal year 1970. These funds are vitally needed in order to explore new staffing patterns to serve the handicapped, so that the limited trained manpower will be used more efficiently.

The Committee believes that the problems of the handicapped are of such scope and seriousness that they should become a national issue of high priority. The request to train 217,000 teachers and specialists in special education by 1975, can be viewed in perspective to the report on "Manpower Requirements for National Objectives in the 1970's" prepared for the Department of Labor*, it is estimated that 2,751,000 teachers will be needed by

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*Lecht, Leonard A., "Manpower Requirements for National Objectives in the 1970's", National Planning Association, Washington, D. C., 1968.

1975 to provide educational programs for all children. The number of professionals needed for the handicapped represents 11.6% of the total needed in the field of professional education.

CATEGORICAL AID

The history of special education for handicapped children reveals many examples of the need for specialized and categorical legislation at every level of government. Most decision-makers in the educational field operate on the philosophy of "the greatest good for the greatest number." This would seem to be a sensible rule unless one happened to be part of the "lesser number," which is the fate of handicapped children.

Compounding this minority group problem is the lack of knowledge of the general educator about the potential of handicapped children, and you have a recipe for unplanned ignoring of the educational needs of handicapped children. Even though few people can be found to oppose educational programs for the handicapped, the current system of educational decision-making seems to produce a result that might just as well be in opposition to the children's educational welfare.

Many of the substantial gains of the 1950's in educational programming for the handicapped can be attributed to the work of aggressive parent groups who, weary of pleading with educators, demanded of State legislatures and of Congress, categorical aid specifically directed to the educational needs of handicapped children.

The Committee is deeply concerned with the preservation of this legislative concept of making specific Federal grants for special education programs for handicapped children in state and local schools. In 1967,

former U.S. Commissioner of Education, Harold Howe II, referred to the effectiveness of Title III of the Elementary and Secondary Education Act in connection with the education of handicapped children. He made the following statement to the Congress regarding the importance of categorical aid:

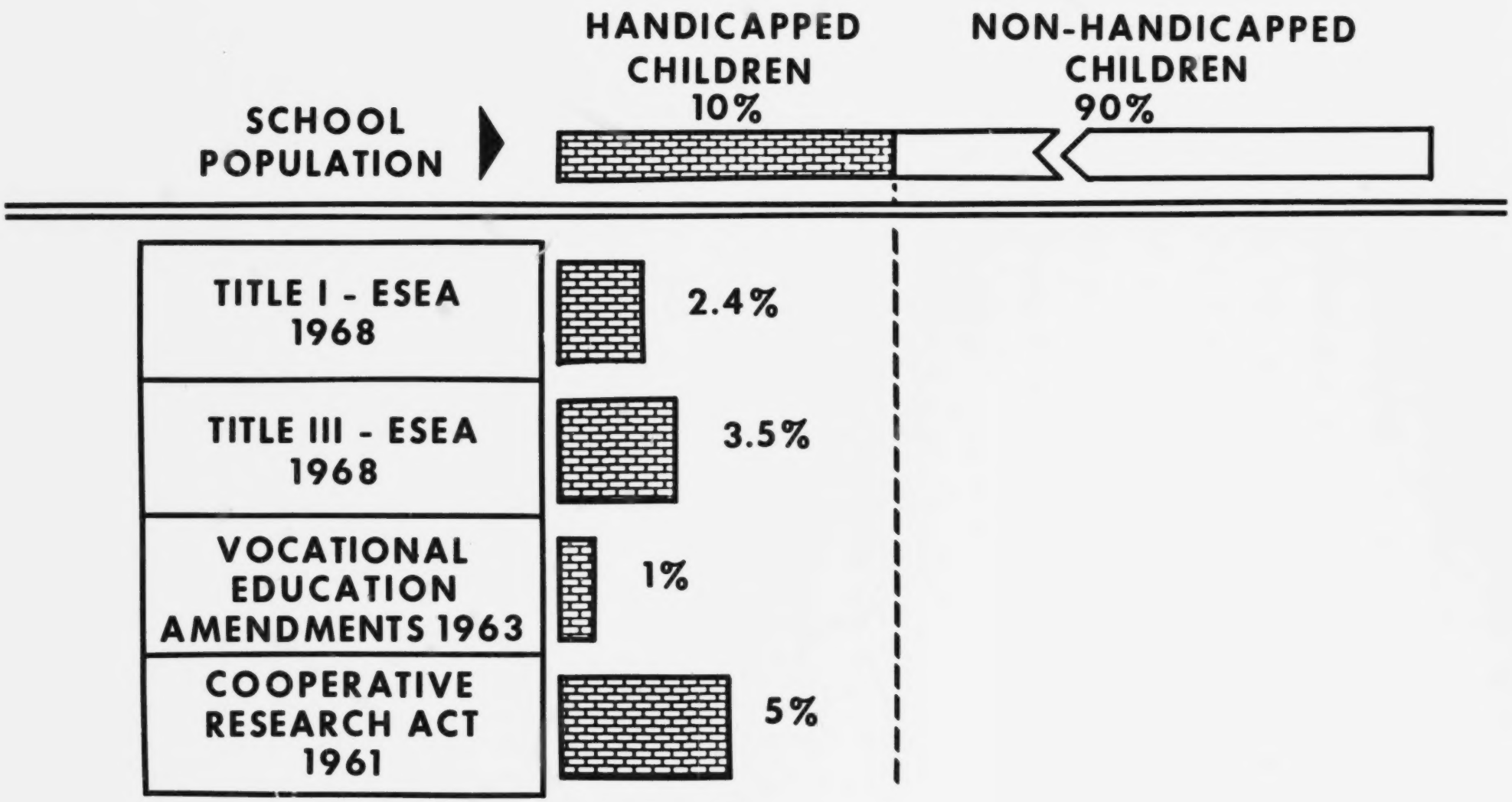
> "...in order to guarantee that funds from these kinds of programs do, indeed, benefit the handicapped in specific ways, it is probably necessary to categorize these funds..."

The failure of general education provisions to deal with the problems of the handicapped are illustrated on page 13. The chart shows the difference between the theoretical participation and actual participation of the handicapped in specific legislative programs.

The prevelance rate of handicapped children has been accepted at 10% or more of the school population, equivalent to more than 5,000,000 school children. It is possible to use that as a type of benchmark to compare how the funds are being spent in the various programs shown in the chart. When one considers that programs for the handicapped student are more expensive than that of the average student, the disparity between promise and performance becomes even more dramatic.

In April 1966, a study reported by Dr. Maynard Reynolds, Chairman of the Department of Special Education at the University of Minnesota and President of the Council for Exceptional Children, demonstrated that the non-categorized funds of Title I of the Elementary and Secondary Education Act produced only 2.4% of the total funds for handicapped children, despite the fact that the legislation called for the handicapped and disadvantaged to be served. Disappointment at this limited funding resulted in the establishment

THE LIMITED RESPONSE
OF
GENERAL EDUCATION LEGISLATION
TO MEET THE NEEDS OF THE HANDICAPPED



of Title VI of the Elementary and Secondary Education Act, a categorical program to assure educational services for handicapped children.

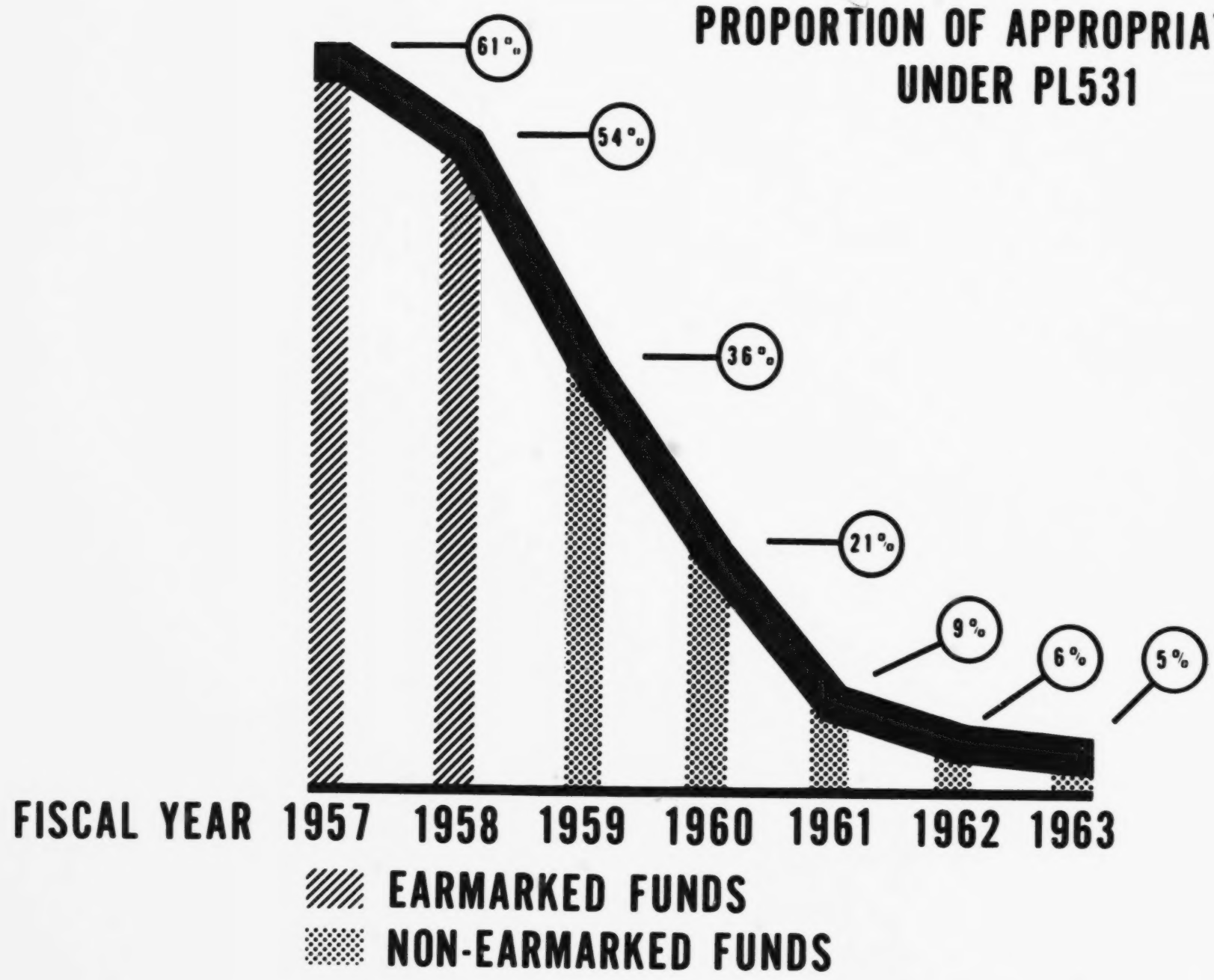
Title III of the Elementary and Secondary Education Act, which was designed to be the breakthrough for creative and innovative programs was theoretically open to the handicapped as well as other school-age populations. Unfortunately, as the chart on page 13 shows, only 3.5% on the average was spent on the handicapped over a three year period. Even more disappointing was the finding that 14 states spent no money from Title III on handicapped projects, despite major needs for exploring such experiences that caused the Congress to insist on a 15% categorical set aside for the handicapped in Title III.

Investigations of the implementation of the Vocational Education Act of 1963 revealed an even more discouraging picture. Despite a separate category for Children with Special Needs, lumping the disadvantaged and handicapped together, only 3.7% was spent in 1968 on this total category, and it is doubtful if as much as 1% was spent on the handicapped.

This finding led Congress to again establish a categorical 10% set aside in the Vocational Education Amendments of 1968 for the handicapped to insure that the promise of the Act will be fulfilled for this group of youngsters.

When categorical support of research funds in the area of mental retardation under P.L. 531 was dropped in 1959, the funding of projects for handicapped children dropped from 61% in 1957 to 36% of research funds under this Act in 1959, finally to 5% in 1963 as shown on the chart entitled "Research on the Mentally Retarded," on page 15.

RESEARCH ON THE MENTALLY RETARDED



The failure to support research on handicapped programs led to the passage of P.L. 88-164, part III in 1964, which categorically set money aside for research on the education of the handicapped.

In each of these four instances, the Congress found that general educational provisions or broad scope programs did not live up to their promise for the handicapped, and proceeded to mandate categorical aid as the only way of insuring that such a result would occur.

The Committee is most concerned that the desirable trend to program consolidation now under way does not, unknowingly, wipe out the gains obtained for the handicapped over the past decade. The committee believes it essential that a strong categorical program of support for handicapped children be continued and that it should be adequately funded.

PERSONNEL REQUIREMENTS FOR PROGRAM ADMINISTRATION

It is axiomatic that the effectiveness of Congressional programs is dependent on the degree of efficiency with which they are administered. This is particularly true of new and rapidly growing programs, such as those administered by the Bureau of Education for the Handicapped in the Office of Education.

The Bureau was established in January 1967. Since that time, funds appropriated to the Bureau have been increased from about $38 to $80 million. During this period several major new programs have been established by the Congress. These new programs include the following:

1. Early Childhood Model and Demonstration Programs (P.L. 90-538)
2. Deaf-Blind Centers (P.L. 90-247) amendment

3. Regional Resource Centers (P.L. 90-247) amendment
4. Recruitment and Information (P.L. 90-247) amendment
5. Physical Education and Recreation (Research and Training) - P.L. 90-170
6. Expansion of the Captioned Films for the Deaf Program to include all areas of the handicapped. (P.L. 90-247) amendment

In addition, the Bureau has been obligated to assume major responsibilities for administration and coordination for handicapped portions of Title I, the Vocational Education Amendments of 1968; Title III of the Elementary and Secondary Education Act, and in the Education Professions Development Act.

The number of new positions allocated to the Bureau, however, has been increased by only 25 professional personnel from its June 1967 level, which was too small for existing responsibilities. This increase is totally inadequate for efficient administration, despite the heroic efforts on the part of an unusually dedicated and competent staff.

For example, the Research Division which must review over 300 research grant applications, monitor over 100 on-going research grants, supervises the construction and development of a comprehensive research and demonstration center, directs an extensive national network of 14 Instructional Materials Centers, and also directs a wide variety of demonstration projects—has a staff of only 3 professionals, 6 assistants and 6 clerical people. Each member of the staff is extended far beyond the recommended supervisory load standards established by the Bureau of Research of the U.S. Office of Education.

Another example is in the Division of Training Programs Branch on Mental Retardation. Currently this branch has 2-1/2 professionals, one assistant, and two clerical persons to administer and monitor training grants to over 180 colleges and university programs in this area. It is also required to plan for a new physical education and recreation program and provide a major liaison source for a multi-disciplinary effort to support the University Affiliated Centers administered by the Social and Rehabilitative Services, in addition to many other duties.

These two examples are repeated in practically every unit in the Bureau that had the misfortune of being created simultaneously to a major freeze and cutback of Federal personnel and consequently has never developed to meet its many responsibilities.

In view of the foregoing, the National Advisory Committee on Handicapped Children strongly recommends a minimum increase of 30 positions assigned specifically to the Bureau of Education for the Handicapped to effect the legislative intent of Congress.